



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

**SOUTHERN AFRICA – Complex Food Security Crisis**

Situation Report #2, Fiscal Year (FY) 2003

October 18, 2002

*Note: the last situation report was dated October 4, 2002.*

**BACKGROUND**

A number of Southern African countries are currently experiencing food security crises, due to a combination of adverse climate conditions for two consecutive growing seasons, mismanagement of grain reserves, and restrictive government policies that severely inhibit private sector commerce. During the past production season, unusually dry conditions extended across much of the region, from southern Zambia eastward to southern Mozambique, resulting in crop failures and limited production in many areas. Normally, food stocks carried over from the previous year and the intra-regional trade of surplus commodities help to offset production shortfalls. This year, however, regional stocks are exceptionally low, as they were drawn down to fill the previous year's food shortages, and surplus commodities within the region are limited. Zimbabwe is facing a serious humanitarian crisis, with nearly half the population at risk. Humanitarian food crises also exist in Malawi and Zambia. Poor and vulnerable households in Swaziland and Lesotho and some parts of Mozambique also require food assistance. The governments of several countries have declared national disasters due to actual and anticipated food shortages, including Malawi (February 27), Lesotho (April 22), Zimbabwe (April 30), and Zambia (May 28). In July, the U.N. issued a regional Consolidated Interagency Appeal (CAP) to meet the food and non-food emergency humanitarian needs in Southern Africa. The U.N. appealed for \$611 million from donors, including \$507 million for food aid through the U.N. World Food Program's (WFP) Emergency Operation (EMOP). Since the beginning of 2002, in response to the food security crisis, the U.S. Government (USG) has provided or pledged more than \$276 million in humanitarian assistance through the U.S. Agency for International Development's (USAID) Office of Food for Peace (USAID/FFP) and the Office of U.S. Foreign Disaster Assistance (USAID/OFDA), and the U.S. Department of Agriculture (USDA). The majority of the humanitarian assistance has been emergency food relief provided by USAID/FFP.

**NUMBERS AT A GLANCE – POPULATIONS IN NEED : SEPTEMBER 1, 2002 TO MARCH 31, 2003**

<i>Country</i>	<i>Maximum Number of Population in Need<sup>1</sup></i>	<i>Maximum Percentage of Total (Country/Region) Population in Need<sup>1</sup></i>
Zimbabwe	6,700,000	49%
Malawi	3,300,000	29%
Zambia	2,900,000	26%
Lesotho	650,000	30%
Mozambique	590,000	3%
Swaziland	270,000	24%
<b>Total</b>	<b>14,400,000</b>	<b>25%</b>

<sup>1</sup> Anticipated populations and food aid needs are based on SADC FANR assessments released on September 16, 2002. (Numbers are rounded.)

**Total USG Humanitarian Assistance provided, to date .....\$276,029,550**  
**Total USG Food Aid provided, to date, in Metric Tons (MT)..... 499,193**

**CURRENT SITUATION**

***Latest Shipment of U.S. Food Aid to the Region.*** The *Noble Star*, with 2,580 MT of oil and 9,500 MT of beans, is scheduled to arrive in Southern Africa on October 21. The *Pavil Valivo* will arrive at the end of the month with 4,700 MT beans and 2,700 MT of oil. The *Liberty Sun* is expected to arrive in the region on November 15,

with 58,250 MT of corn. The arrival of these three ships will bring the total tonnage delivered to the region to approximately 338,000 MT.

***Update on the WFP Emergency Operation (EMOP).*** On October 14, WFP reported that 40 percent of the EMOP (403,804 MT) had been funded. Approximately

62 percent of contributions so far are from the USG. WFP is facing a shortfall in pledges of approximately \$318 million for the entire EMOP. To date, WFP has distributed more than 106,000 MT of food assistance in the region. This amount does not include distributions to Swaziland and Lesotho, for which information is pending.

**Controversy Over Biotech-Derived Food Aid.** Some governments in Southern African have expressed concerns about biotech food aid. The Government of the Republic of Zambia (GRZ) continues to reject biotech-derived food aid due to health and environmental concerns. The Government of Zimbabwe (GOZ) has stated that it will accept biotech-derived food assistance, provided it is quarantined and milled before distribution. The governments of Mozambique and Malawi have expressed concerns over the environmental effects of biotech food, but are accepting such food aid as long as it is milled before distribution. Swaziland and Lesotho have continued to accept all relief food aid of biotech origin, provided it is milled.

**Food Insecurity and Health.** According to a September 24 U.N. assessment report, HIV/AIDS has significantly contributed to the food security crisis in Southern Africa. More than 20 percent of adults in the six affected countries are infected with HIV. The Joint United Nations Program on HIV/AIDS (UNAIDS) estimates that there are 4.2 million AIDS orphans in Zambia, Zimbabwe, Malawi, Mozambique, Lesotho, and Swaziland. In addition to decreasing agricultural productivity through the death and illness of workers, the virus has forced children to leave school and burdened families and health systems.

On October 7, the World Health Organization (WHO) warned that thousands of people could die in Southern Africa as a result of the combination of disease, hunger, and a lack of medical facilities unless money is raised for urgent health care. According to WHO, an increase from the current average government spending amounts of 35 cents per person to \$3.40 per person could prevent hundreds of thousands of disease-related deaths. In Malawi, Zimbabwe, Zambia, Lesotho, and Swaziland approximately 300,000 malnourished people could die of diseases preventable with a minimum of food and basic health care.

## COUNTRY UPDATES

**Zimbabwe.** Since February 2002, WFP has distributed 50,149 MT of emergency food assistance to over one million vulnerable Zimbabweans. WFP plans to increase distributions to 34,000 MT in order to reach 2.2 million beneficiaries in 28 districts by the end of October.

In order to overcome distribution obstacles created by the GOZ's concerns over biotech food commodities, on

September 27, WFP, the Grain Marketing Board (GMB), and the Ministry of Public Works, Labor and Social Welfare signed a Memorandum of Understanding for the swap of 17,500 metric tons (MT) of U.S.-donated corn for GMB stocks.

In contrast to October 6 media reports in which Zimbabwe's Land Minister Joseph Made stated that the country had a "maize deficit" but was not experiencing a famine, WFP reported that there are critical needs for food assistance throughout the country. In Matabeleland, people who are not receiving food assistance are eating wild fruit, and in Manicaland Province many have resorted to eating potentially poisonous yams. In addition, WFP monitors report that many adults are only consuming tea in some areas.

According to aid workers in the region, the GOZ's monopoly on grain sales is compounding the food security crisis. On October 11, the U.S. Ambassador to the U.N.'s Food and Agriculture Organization (FAO), Tony Hall, warned that Zimbabwe would face a "major famine" unless the GOZ clears bureaucratic roadblocks preventing the importation of donated food commodities. Ambassador Hall also heard testimony that the GOZ has refused to sell grain to opposition supporters and in areas marked by opposition support.

According to WFP, approximately 90 percent of the 300,000 Zimbabweans who were given land by the GOZ under the current land reforms still lack farm inputs. Although the new farming season starts in October/November, according to agriculture officials, few farmers have begun preparing for the 2002/2003 rainy season. In addition, the majority of the country's commercial farmers are not preparing to plant as a result of GOZ evictions or notices of eviction. According to the Famine Early Warning Systems Network (FEWS NET), 94 percent of farmers do not have seeds for the upcoming season, which has grave implications for food security in Zimbabwe.

**Malawi.** According to humanitarian reports, food commodities for Malawi have been held up at Nacala Port because of the Government of Malawi's (GOM) inability to meet milling costs. Delays have also been attributed to infrastructure damage and port congestion. Resulting food insecurity is compounding the country's already alarming health situation. According to a WHO assessment of health conditions in 10 districts in Malawi, the number of new tuberculosis (TB) cases more than doubled during the first six months of 2002. In addition, Malawi experienced one of its worst cholera epidemics in 2002.

**Zambia.** WFP has 10,800 MT of food commodities available for Zambia for the next two months, which will meet only 25 percent of the need. Compounding the food security crisis, according to South African media reports on October 6, Zambia rejected an offer by the

Government of South African (RSA) to mill 60,000 MT of biotech corn currently stored in Durban. The GRZ has also rejected 100,000 MT of South African maize offered by the RSA. Zambian President Levy Mwanawasa has alleged that the Southern African region is receiving exclusively biotech corn from the United States. In rejecting the food aid, President Mwanawasa reportedly stated that although many people in Zambia are hungry, "they are not starving." However, the U.N. estimates that approximately 2.5 million people in Zambia are at risk of starvation. According to WFP, the future of the cereal pipeline in Zambia is dependent upon the outcome of the GRZ's decision on biotech food assistance.

In late September, local residents in Southern Province undertook the unauthorized distribution of WFP-donated corn in defiance of the GRZ's ban on the distribution of products that might contain biotech product. Some of the villagers involved stated that they were aware of the GRZ statements concerning the corn but were desperate. Zambian media sources reported a similar incident on October 16 where villagers in Mumbwa took 500 bags of corn that the GRZ would not allow to be distributed.

According to UNICEF estimates, 3,000 children per month in Zambia's 17 most-affected districts will require therapeutic feeding for severe malnutrition; another 7,000 children per month will require supplementary feeding. A rapid health assessment of the worst affected districts in the Southern Province was conducted by the National Health Authorities, supported by WHO and the United Nations Population Fund (UNFPA), from September 24 to 30. The assessment reported extremely high rates of pellagra and micronutrient deficiencies indicative of a general food shortage. Clinical malnutrition among children was also reported. The assessment highlighted that access to water is an area of concern, since communities were found to be an average of three miles farther away from a water source than in January 2002.

**Mozambique.** According to WFP, the food pipeline for Mozambique is sufficient to meet 100 percent of the country's needs until the end of December. Additional food aid contributions will be required to maintain the pipeline after December.

**Lesotho.** WFP reported that the food pipeline for Lesotho is sufficient until early 2003, with no interruptions in distribution predicted. In mid-October, WFP plans to distribute 260 MT of seeds procured by FAO.

**Swaziland.** According to WFP, the food aid pipeline for Swaziland is complete until mid-February. However, Swaziland's National Vulnerability Assessment Committee (VAC) found that 80 percent of households nationwide lack seeds for the planting season. In the Lowveld, nearly 100 percent of households lack seeds. In response, the Baphalali Swaziland Red Cross Society and the International Federation of Red Cross and Red

Crescent Societies plan to distribute seeds and fertilizer to 5,000 households.

**Namibia.** On October 10, the Government of Namibia (GON) announced plans to begin food distributions to approximately 345,000 beneficiaries in drought-affected regions. According to the Namibian Emergency Management Unit (EMU), the distribution of 30,000 MT of food commodities began four days later. Although Namibia has not declared a disaster, in September, the GON responded to the drought by approving \$13.5 million for the procurement food commodities. Assistance from international aid agencies is contingent upon a disaster declaration by the GON.

## USG HUMANITARIAN ASSISTANCE

Since the beginning of 2002, the USG has provided or pledged more than \$276 million in emergency humanitarian assistance in response to the food security crisis.

USAID/OFDA has provided more than \$10 million in non-food programs that are currently underway in Zimbabwe, Malawi, Zambia, and Lesotho. USAID/OFDA has also provided \$1 million to WFP to assist with its regional management and logistics coordination. USAID/OFDA continues to address needs in water and sanitation, coordination, nutrition, and health, particularly preparing for outbreaks of endemic and opportunistic diseases.

In addition to emergency humanitarian efforts for the food security crisis in Southern Africa, USAID programs are designed to reduce the risk of future crises through the Agricultural Initiative to Cut Hunger in Africa. The objective of the Initiative is to promote rapid and sustainable increase in agricultural growth and rural incomes in sub-Saharan Africa by advancing scientific and technological applications that will raise agricultural productivity, create agriculture-based enterprises, and improving the agricultural trade and market systems.

In response to the ongoing HIV/AIDS pandemic in the Southern Africa region, USAID's Africa Bureau (USAID/AFR) is supporting HIV/AIDS prevention, control, care, and support initiatives, as well as programs for HIV/AIDS orphans and vulnerable children throughout the region. USAID/AFR also supports a regional HIV/AIDS program in Southern Africa that focuses on regional cross-border activities.

USAID is also sponsoring the SADC Regional Workshop on the Safety of Biotech Maize in Food Aid in Gaborone, Botswana in November. Participants will include technical experts from around the world, along with technical advisors and policymakers from the affected countries. The meeting will address the technical and policy issues related to biotech corn in food aid.

**U.S. GOVERNMENT HUMANITARIAN ASSISTANCE  
SOUTHERN AFRICA FOOD SECURITY CRISIS**

<i>Country</i>	<i>Agency</i>	<i>Implementing Partner</i>	<i>Sector Description</i>	<i>Amount</i>
<b>Lesotho</b>	USAID/OFDA	U.S. Embassy in Lesotho	Agriculture	\$20,000
	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 27,760 MT	\$14,162,907
	<b>TOTAL USG ASSISTANCE TO LESOTHO</b>			<b>\$14,182,907</b>
<b>Malawi</b>	USAID/OFDA	USAID/Malawi	Supplementary Feeding	\$25,000
	USAID/OFDA	UNICEF	Emergency Nutrition	\$1,099,800
	USAID/OFDA	Malawian Red Cross	Health	\$100,000
	USAID/OFDA	CARE	Agriculture	\$772,552
	USAID/OFDA	World Vision	Agriculture	\$1,172,600
	USAID/OFDA	CRS	Agriculture	\$645,172
	USAID/OFDA	WHO	Cholera Response and Prevention	\$825,866
	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 97,645 MT	\$51,035,612
	<b>Total USAID</b>			<b>\$55,676,602</b>
	USDA	WFP	Section 416(b) Food Assistance: 3,000 MT	\$1,243,382
<b>TOTAL USG ASSISTANCE TO MALAWI</b>				<b>\$56,919,984</b>
<b>Mozambique</b>	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 19,790 MT	\$10,703,251
	<b>TOTAL USG ASSISTANCE TO MOZAMBIQUE</b>			<b>\$10,703,251</b>
<b>Swaziland</b>	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 15,242 MT	\$8,292,754
	<b>TOTAL USG ASSISTANCE TO SWAZILAND</b>			<b>\$8,292,754</b>
<b>Zambia</b>	USAID/OFDA	U.S. Embassy in Zambia	Transportation Logistics	\$50,000
	USAID/OFDA	CARE	Agriculture	\$611,308
	USAID/OFDA	CLUSA	Agriculture	\$249,383
	USAID/ODFA	World Vision	Agriculture	\$627,869
	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 24,100 MT	\$12,050,000
	<b>Total USAID</b>			<b>\$13,588,560</b>
	USDA	WFP	Section 416(b) Food Assistance: 15,000 MT	\$7,093,354
	<b>TOTAL USG ASSISTANCE TO ZAMBIA</b>			<b>\$20,681,914</b>

<b>Zimbabwe</b>	USAID/OFDA	UN OCHA	Field Coordination	\$100,000
	USAID/OFDA	UN OCHA	IDP Advisor and Monitor	\$231,525
	USAID/OFDA	CARE	Agriculture	\$945,242
	USAID/OFDA	World Vision	Agriculture	\$549,072
	USAID/OFDA	CRS	Agriculture/Nutrition	\$1,099,822
	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 118,696 MT	\$61,066,026
	USAID/FFP*	World Vision	P.L. 480 Title II Food Assistance: 19,710 MT	\$11,744,001
	<b>Total USAID</b>			<b>\$75,735,688</b>
	USDA	WFP	Section 416(b) Food Assistance: 8,500 MT	\$4,958,052
	<b>TOTAL USG ASSISTANCE TO ZIMBABWE</b>			<b>\$80,693,740</b>
<b>Regional Support</b>	USAID/OFDA	WFP	Regional Management and Logistics Coordination	\$1,000,000
<b>Region (Country allocation to be finalized)</b>	USAID/FFP*	TBD	Emerson Trust: 149,750 MT	\$83,555,000

<b><i>SUMMARY OF USG HUMANITARIAN ASSISTANCE</i></b>	
<b>USAID/Office of U.S. Foreign Disaster Assistance (OFDA)</b>	<b>\$10,125,211</b>
<b>USAID/Office of Food For Peace (FFP)*</b>	<b>\$252,609,551</b>
<b>USAID Total</b>	<b>\$262,734,762</b>
<b>U.S. Department of Agriculture (USDA) Total</b>	<b>\$13,294,788</b>
<b>TOTAL USG HUMANITARIAN ASSISTANCE, TO DATE</b>	<b>\$276,029,550</b>

\* Note: USAID/FFP values are estimates. Commodities may be reallocated as required to meet changing needs.



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\*USAID/OFDA bulletins can be obtained from the USAID web site at [http://www.usaid.gov/hum\\_response/ofda](http://www.usaid.gov/hum_response/ofda).

